

Chapter 1

Introduction

1.1 Purpose and Need

The requirement to prepare new land use management plans, or revise old ones, is established in Section 202 of the Federal Land Policy and Management Act of 1976 (FLPMA)¹. The principal reasons for the need to revise planning documents include changes in the:

- physical resource base,
- uses to which the resources are subjected, and
- legal, regulatory, or policy environment in which the management is occurring.

In the case of the Canyons of the Ancients National Monument (Monument), the principal change was the establishment of the Monument by Presidential Proclamation under powers authorized in the Antiquities Act of 1906 (16 United States Code [USC] 413). The Proclamation, signed June 9, 2000, established different priorities for management and protection of the objects within the boundaries of the Monument than those specified in the 1985 *San Juan/San Miguel Resource Management Plan* (as amended), which currently guides management of the area. Because of these changes in management priorities, BLM regulations (43 Code of Federal Regulations [CFR] 1600, et al.) require development of an updated resource management plan (RMP) to reflect designation of the lands as a National Monument.

1.2 Purpose of Analysis of the Management Situation

The decisions that are adopted in the revised Monument RMP are to be generated through an appropriate process and must be based on information adequate to support the decisions. A key source of the information base is provided in a document known as an “Analysis of the Management Situation” (AMS). The principal purpose of this document is to accumulate the most current information about those natural resources and uses that characterize the lands of the Monument. The AMS includes information on:

¹ 43 USC 1712(a)

- descriptions of the resources and uses;
- identification of the location of resources and uses within the Monument;
- quantification associated with each resource and use (where appropriate and when available);
- resource conditions;
- laws, regulations, Executive Orders, policies, and standard operating procedures that regulate the management of the resources and uses;
- existing databases or reference documents that provide information about each resource or use;
- areas where information is lacking (data gaps);
- current management practices that are being applied to the resources and uses; and
- current natural environmental processes that are exerting pressure on the resources or uses, resulting in changing conditions.

The information presented in the AMS must include a level of detail that fully supports the subsequent processes leading to the Monument RMP. The information supplied in the AMS will be used to prepare the “affected environment” portion of the environmental impact statement (EIS) and the description of the “no-action” alternative.

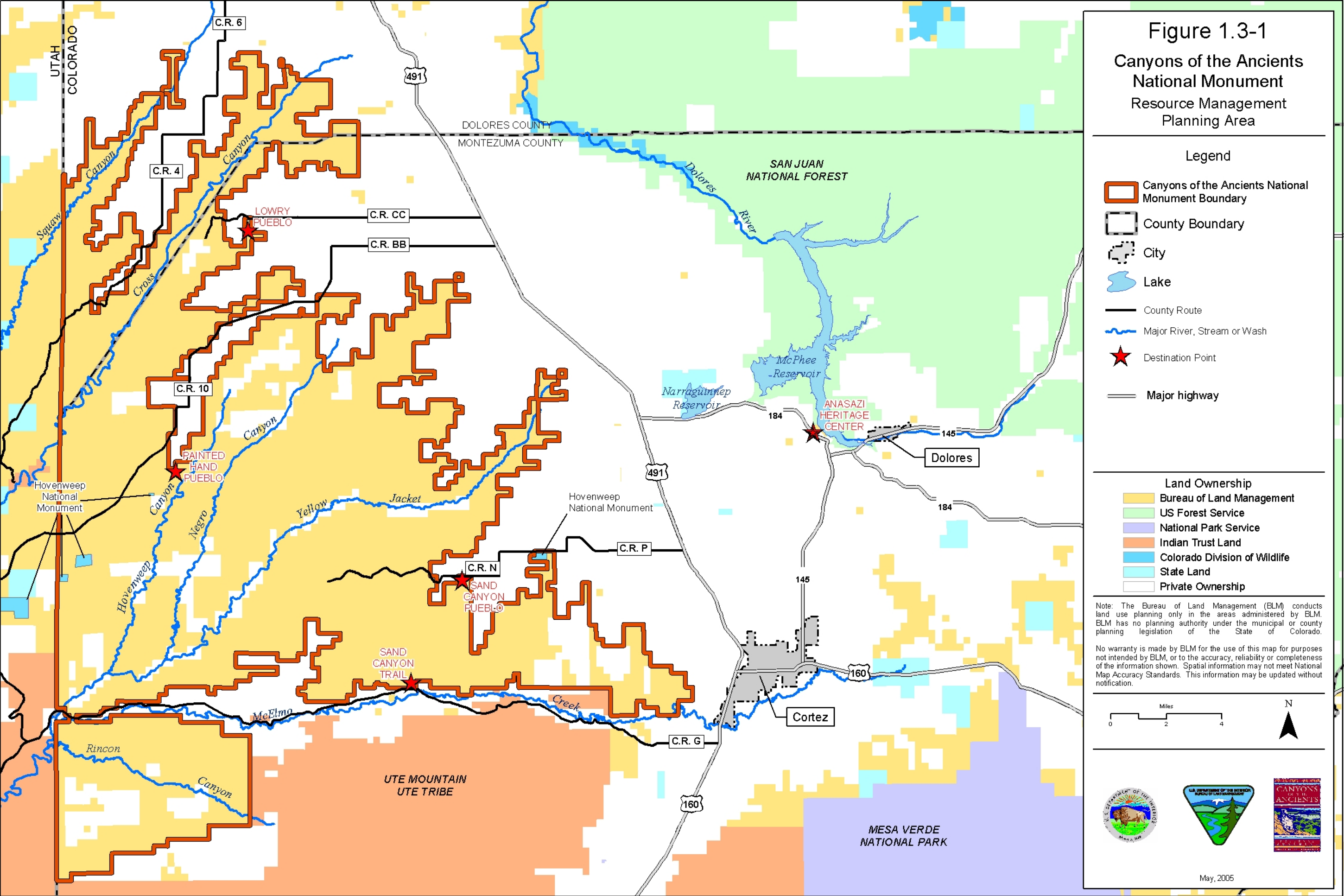
Another function of the AMS process is to identify and describe any existing data gaps. The National Environmental Policy Act (NEPA) provides that plan-level decisions can be made even when data gaps exist, but requires that they be properly identified and that explanations/justifications be provided that describe how the decisions were made without the benefit of such information.

1.3 Geographic Scope of the Planning Area

This AMS is being prepared for the approximately 164,000 acres of the Monument, located in the southwestern corner of Colorado (*Figure 1.3-1*). The Monument lies on a slightly inclined plain composed primarily of sandstone formations. The plain has been transected by watercourses, forming a series of low plateaus and deeply incised canyons. The eastern boundary of the Monument lies approximately three miles to the west of the town of Cortez, Colorado, with vehicle access provided by county roads originating from State Route (SR) 491. The predominant vegetation types include piñon-juniper and sagebrush-dominated formations and grasslands on the mesa tops.

1.4 Content of the AMS

This AMS presents information on two levels. Chapters 1 and 2 describe those elements of the management situation that are more generally applicable to the process of preparing the Monument RMP or to the management of the base resources and their uses. Sections within these chapters address planning elements (law, regulations, policies, etc.)



that are common throughout the process of preparing the Monument RMP or managing the resources, and existing plans for surrounding lands that need to be considered from a management consistency standpoint.

Chapter 3 describes the present status of the management situation for each specific resource program area appropriate to the Monument. The Chapter 3 sections include all those program/use areas discussed in Appendix C of the BLM Planning Handbook (H-1601-1) and additional areas that are considered applicable to the Monument.

Each section presents information in the following categories:

- **Condition of the Resource.** This section describes the current status of the resource in terms of its descriptive indicators, condition, and geographic location. The descriptive indicators may be qualitative or quantitative in nature and are generally supported by tabular information when appropriate. Geographic information is communicated through the use of maps when available and appropriate.
- **Principal Use(s) of the Resource.** If the resource described has uses associated with it they are described qualitatively and, if possible, quantified.
- **BLM National and State Goals and Objectives.** Where there are available national or state goals or objectives for the specific resource area or use, they are listed here.
- **Existing Data and Data Needs.** This information includes lists or descriptions of sources of data in existence and needed to address the resource subject.
- **Legal Context Specific to the Resource/Use.** Lists the laws, regulations, policies, and agreements that are specific to the subject resource or use.
- **Anticipated Future Conditions.** This section describes natural and management-related actions that are resulting in changes to the resource or use, and anticipated resource/use conditions if these actions continue into the foreseeable future.

1.5 BLM Standards for Public Land Health in Colorado

In February 2003, a BLM interdisciplinary team was assembled to determine whether the Monument's livestock grazing allotments were meeting the BLM Standards for Public Land Health in Colorado [43 CFR 4180.2(c)]. Information including the 2001 Rangeland Health Assessment, proper functioning condition assessments for both lotic (i.e., moving water) and lentic (i.e., standing water) riparian areas, rangeland trends, vegetation production and water quality data were considered in determining whether the five standards are being achieved or not achieved. These five standards include 1) upland soils; 2) riparian systems; 3) healthy, productive plant and animal communities; 4) special status, threatened and endangered species; and 5) water quality. An explanation of these standards is provided in Appendix B and is discussed in more detail in the appropriate sections of Chapter 3. These standards and the sections they discussed under are summarized in *Table 1.5-1*.

Table 1.5-1. Organization of BLM standards for public land health in Chapter 3.

Standard	Section of Chapter 3
Upland Soils	Vegetation
Riparian Systems	Vegetation
Healthy, Productive Plant and Animal Communities	Vegetation
Special Status, Threatened and Endangered Species for Plants	Vegetation
Special Status, Threatened and Endangered Species for Animals	Wildlife Resources and Sensitive Species
Water Quality	Water Resources

Table 1.5-2 summarizes the BLM interdisciplinary team's determinations as to whether the allotments are achieving the standards, along with causal factor(s). Though the determinations are organized by livestock grazing allotments, causal factor(s) are not limited to livestock grazing. Instead, a variety of multiple-use activities (e.g., recreation, fluid mineral development) could be responsible for a determination.

Table 1.5-2. Standards for public land health – determination calls by BLM interdisciplinary team.

Allotment	Upland Soils	Causal Factor(s)	Riparian Systems	Causal Factor(s)	Healthy Plant and Animal Communities	Causal Factor(s)	TES Plants and Animals	Causal Factor(s)	Water Quality	Causal Factor(s)
Adam Lewy	Not achieved	Livestock grazing, historic use of intermingled homestead lands	Not achieved	Livestock grazing, upstream land uses	Not achieved	Livestock grazing, historic use of intermingled homestead lands	Not achieved	Livestock grazing	Not achieved	Livestock grazing, upstream land uses
Alkali	Achieved	NA	Not achieved	Livestock grazing, upstream land uses, tamarisk invasion	Achieved	NA	Not achieved	Livestock grazing, upstream land uses, tamarisk invasion	Achieved	NA
Aztec Canyon	Achieved	NA	Progress toward achieving	NA	Not achieved	Livestock grazing, historic use of intermingled homestead lands	Achieved	NA	Achieved	Unknown
Blue Littlewater	Not achieved	Livestock grazing, historic use from adjacent private lands	NA	NA	Not achieved	Livestock grazing	NA	NA	NA	NA
Burro Point Community	Not achieved	Livestock grazing, historic use from adjacent private lands	Achieved	NA	Not achieved	Livestock grazing, unsuccessful 1970’s chaining, utility corridors, adjacent private land weed source	NA	NA	Achieved	NA
Burro Point Individual	Not achieved	Livestock grazing, historic use from adjacent private lands	NA	NA	Not achieved	Livestock grazing, historic use from adjacent private lands	NA	NA	NA	NA
Cahone Mesa	Not achieved	Livestock grazing, change in historic fire cycle	Not achieved	Livestock grazing, historic homestead site	Not achieved	Livestock grazing, historic use from adjacent private lands	Achieved	NA	Achieved	NA
Cannonball	Achieved	NA	Achieved	NA	Not achieved	Livestock grazing	Achieved	NA	Achieved	NA
Cross Canyon	Not achieved	Livestock grazing, change in historic fire cycle	Not achieved	Livestock grazing, tamarisk and Russian olive invasion, upstream land uses	Not achieved	Livestock grazing, adjacent private land weed source	Not achieved	Livestock grazing, long term impacts to uplands	Achieved	NA
East McElmo Creek	Not achieved	Livestock grazing	NA	NA	Not achieved	Livestock grazing	NA	NA	NA	NA
Flodine Park	Not achieved	Livestock grazing	Not achieved	Livestock grazing, upstream land uses, road encroachment	Not achieved	Livestock grazing	Not achieved	Livestock grazing, upstream land uses, road encroachment	Achieved	NA
Goodman Gulch	Not achieved	Livestock grazing	NA	NA	Not achieved	Livestock grazing	Achieved	NA	NA	NA
Goodman Point	Achieved	NA	NA	NA	Achieved	NA	NA	NA	NA	NA
Hamilton Mesa	Not achieved	Livestock grazing, change in historic fire cycle	Not achieved	Livestock grazing, upstream land uses, tamarisk and Russian olive invasion	Not achieved	Livestock grazing, change in historic fire cycle	Not achieved	Livestock grazing, upstream land uses, tamarisk and Russian olive invasion	Achieved	NA
Hovenweep Canyon	Not achieved	Livestock grazing, 2001 wildfire, invasion of knapweed	Not achieved	Livestock grazing	Not achieved	Livestock grazing, 2001 wildfire, invasion of knapweed	NA	NA	Not achieved	Geology/ soils

NA: The standard is not applicable because it is not present in the allotment

Table 1.5-2. Standards for public land health – determination calls by BLM interdisciplinary team. (continued)

Allotment	Upland Soils	Causal Factor(s)	Riparian Systems	Causal Factor(s)	Healthy Plant and Animal Communities	Causal Factor(s)	TES Plants and Animals	Causal Factor(s)	Water Quality	Causal Factor(s)
Lower Aztec Canyon	Not achieved	Livestock grazing, historic use from adjacent private lands	NA	NA	Achieved	NA	NA	NA	NA	NA
Lower McElmo	Not achieved	Livestock grazing	Not achieved	Livestock grazing, upstream land uses, augmented flows	Not achieved	Livestock grazing	Not achieved	Livestock grazing, long term impacts to uplands	Not achieved	Livestock grazing, upstream land uses, augmented flows
McLean	Not achieved	Livestock grazing, historic use from adjacent private lands	NA	NA	Not achieved	Livestock grazing, historic use from adjacent private lands	NA	NA	NA	NA
Papoose Canyon	Not achieved	Historic livestock grazing, recent wildfire	Not achieved	Historic livestock grazing, recent wildfire, invasion of tamarisk, upstream land uses	Achieved	NA	Not achieved	Livestock grazing	Achieved	NA
Rock Creek	Not achieved	Livestock grazing, historic use from adjacent private lands	NA	NA	Not achieved	Livestock grazing, historic use from adjacent private lands	NA	NA	NA	NA
Sand Canyon East and West	Not achieved	Historic livestock grazing	NA	NA	Not achieved	Historic livestock grazing	Not achieved	Recreation use	NA	NA
Sandstone	Not achieved	Livestock grazing, adjacent private land weed source	Not achieved	Livestock grazing, upstream land uses, tamarisk and Russian olive invasion, road encroachment	Not achieved	Livestock grazing, adjacent private land weed source	Not achieved	Livestock grazing, upstream land uses, tamarisk and Russian olive invasion, road encroachment	Not achieved	Livestock grazing, upstream land uses
Squaw Canyon	Achieved	NA	Not achieved	Livestock grazing, upstream land uses, tamarisk invasion, lack of perennial ground cover	Achieved	NA	Not achieved	Livestock grazing, upstream land uses, tamarisk invasion, lack of perennial ground cover	Achieved	NA
Trail Canyon	Progress toward achieving	NA	NA	NA	Achieved	NA	NA	NA	NA	NA
Ute Mountain	Not achieved	Livestock grazing, historic use from adjacent private lands	NA	NA	Not achieved	Livestock grazing, historic use from adjacent private lands	NA	NA	NA	NA
Yellow Jacket	Not achieved	Livestock grazing	Not achieved	Livestock grazing, upstream land uses	Not achieved	Livestock grazing	Not achieved	Livestock grazing, upstream land uses	Not achieved	Livestock grazing, upstream land uses
Yellow Jacket Canyon	Not achieved	Livestock grazing, uses on adjacent private lands	Not achieved	Livestock grazing, upstream land uses, tamarisk and Russian olive invasion	Not achieved	Livestock grazing, uses on adjacent private lands	Not achieved	Livestock grazing, upstream land uses, tamarisk and Russian olive invasion	Not achieved	Livestock grazing, upstream land uses

NA: The standard is not applicable because it is not present in the allotment

1.6 Summary of Issues, Decisions, and Alternatives in the Resource Management Plan

Table 1.6-1 identifies preliminary issues and management decisions, in addition to a range of actions and associated outcomes that will be analyzed in the Monument RMP.

The preliminary issues for the Monument were identified using the results of the initial “scoping” conducted from April 2002 through November 2003. A complete analysis of the scoping process is documented in the *Scoping Report: Canyons of the Ancients National Monument* (Jones & Stokes 2004). As described in the report, an issue is defined as an opportunity, conflict, or problem regarding the use or management of public lands. An issue, which can be identified by the public, BLM, and other governmental or tribal entities, serves as the framework through the planning process. The preliminary issues are organized by resource base for this analysis, and may be revised or refined as a result of comments received during the planning process.

The decisions identified in the table depict the variety of opportunities BLM has to make land use planning-level decisions. The preliminary issues in addition to the available opportunities guide BLM in the development of the plan alternatives.

BLM identified preliminary alternatives using the same process as for preliminary issues. Given the information from previous public outreach efforts, and what is currently known about the existing conditions, uses, and conflicts, some reasonable estimates of the kinds of desired conditions and goals can be made. These estimates (preliminary alternatives) display a likely range of conditions, by issue category, that BLM expects to consider as the range of alternatives is developed.

All issues, decisions, and alternatives listed below should be considered preliminary, to be further developed in a collaborative method, using public comment generated by this AMS.

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Air Quality	<p>How will appropriate air quality be maintained while managing the resources and uses within the Monument?</p> <p>How will atmospheric visibility on the Monument be addressed?</p> <p>How will air quality on the Monument be impacted by energy and mineral extraction?</p> <p>How will air quality be affected by traffic in the Monument?</p>	<p>Identify desired future conditions and area-wide criteria or restrictions, in cooperation with the appropriate air quality regulatory agency, that apply to direct or authorized emission-generating activities, including the Clean Air Act's requirements for compliance with:</p> <ul style="list-style-type: none"> • Applicable National Ambient Air Quality Standards; • State Implementation Plans; • Control of Pollution from Federal Facilities; • Prevention of Significant Deterioration, including visibility impacts to mandatory Federal Class I Areas; and • Conformity Analyses and Determinations. 	<p>The range of alternatives will examine a variety of conditions that would protect and enhance air quality through the management of other resources such as fluid mineral exploration and development, livestock grazing, and recreation.</p>
Soils	<p>How will soil quality be protected through management of lands within the Monument?</p>	<p>Identify desired future conditions for soil resources within the planning area. Manage BLM administered lands to ensure improvement or maintenance of biological crust communities. Manage to ensure that Standard 1, "Upland Soils," of the Colorado Standards for Public Land Health is met, or that significant progress is being made towards meeting this standard.</p>	<p>The range of alternatives will examine a variety of conditions that would maintain soil productivity, minimize erosion, and protect biological crust communities.</p>
Water Resources	<p>How will water quality and quantity be protected through management of lands within the Monument?</p> <p>How will adequate water supplies be made available to provide for domestic and commercial uses (both private and public)?</p>	<p>Identify desired future conditions for water resources within the planning area. Incorporate standards or goals under the Clean Water Act and as a result of the Water Quality Restoration Plan process. Identify criteria or thresholds for identifying watersheds that may need special emphasis because of human health concerns, aquatic or upland ecosystem health, or public uses.</p>	<p>The range of alternatives will examine a variety of conditions that would protect and enhance water quality and quantity resources in conjunction with other resources such as vegetation, livestock grazing, and recreation.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Water Resources (continued)	<p>How will existing water rights be protected or additional rights be acquired (for both private and public)?</p> <p>How will downstream water commitments be considered in the management of the Monument?</p> <p>How will a drought impact management of water resources on the Monument?</p> <p>How will water projects on adjacent lands be addressed in the Monument Plan?</p> <p>How will groundwater resources be addressed in the Monument Plan?</p> <p>How will upstream management be addressed in the management of the Monument?</p>		
Vegetation	<p>How will riparian areas be managed?</p> <p>How are riparian areas to be restored to their Proper Functioning Condition?</p> <p>What measures will be put into place to help protect riparian areas?</p> <p>Will livestock be regulated in these areas, and if so, how?</p>	<p>Identify desired future conditions for vegetative resources, including the desired mix of vegetative types, structural stages, landscape and riparian functions, and habitat for native plants, fish, and wildlife. Designate priority plant species and habitats, including Special Status Species and populations of plant species recognized as significant for at least one factor such as density, diversity, size, public interest, remnant character, or age. Determine the location and arrangement of lands that will emphasize native wildland habitats and processes, and wildlife habitat connectivity between BLM-managed and National Forest lands, and uplands and riparian areas.</p>	<p>The range of alternatives will examine a variety of conditions that would restore and support healthy ecosystems in conjunction with expected population levels and human uses, wildlife habitat needs, and economic reliance of the population on public lands.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Fire Management	<p>How will firefighting operations be impacted by Monument management?</p> <p>How will planning efforts for hazardous fuel reduction and/or fuel mitigation impact wildland/urban interface areas, structures, biological resources, archaeological resources of high value, and public safety, while still providing protection from extreme wildfires?</p> <p>How will fire, both prescribed and natural, be managed to protect cultural resources?</p> <p>How will fire, as a natural ecological element, be addressed in management of the Monument?</p> <p>How will fire rehabilitation be managed to allow for natural restoration?</p> <p>How will fire suppression activities be coordinated between BLM, NPS, Forest Service, tribes, and local governments?</p>	<p>Classify lands into the following categories: (a) areas where wildland fire is not desired at all; (b) areas where unplanned fire is likely to cause negative effects, but these effects can be mitigated or avoided through fuels management (e.g., prescribed fire), prevention of human-caused fire, or other strategies; (c) areas where fire is desired to manage ecosystems but where there are constraints because of the existing vegetation condition (i.e., more substantial non-fire fuels treatments may be necessary prior to use of prescribed fire in areas of heavy fuel loads); (d) areas where fire is desired, and where there are no constraints associated with resource conditions or social, economic, or political considerations; (e) broad treatment levels in areas b-d above; and (f) general restrictions on fire management practices (including both wildfire suppression and fuels management) if any are needed to protect other resource values.</p>	<p>The range of alternatives will examine the conditions under which fire would play a role in ecosystem management, and the role of both human and natural disturbances to the fire regime.</p>
Wildlife, Fish and Aquatic Species	<p>How will habitat be managed for non-listed species?</p> <p>How will management of domestic livestock be accomplished in consideration of wildlife needs?</p> <p>How will wildlife populations be managed, both listed and non-listed?</p>	<p>Work in close coordination with state wildlife agencies to describe existing and desired population and habitat conditions to support a wide variety of game and nongame species. Designate priority species and habitats, including Special Status Species, and populations of wildlife species recognized as significant for at least one factor such as density, diversity, size, public interest, remnant character, or age; identify actions or restrictions on uses needed to achieve desired population and habitat conditions.</p>	<p>The range of alternatives will examine a variety of conditions that would restore and support healthy wildlife communities.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Special Status Species	<p>How will habitat be managed for threatened, endangered, and sensitive species?</p> <p>How will wildlife populations be managed, both listed and non-listed?</p>	<p>Identify strategies and decisions to conserve and recover special status species. Land use planning strategies and decisions should result in a reasonable conservation strategy for these species. Land use plan decisions should be clear and sufficiently detailed to enhance habitat or prevent avoidable loss of habitat pending the development and implementation of implementation-level plans.</p>	<p>The range of alternatives will examine a variety of conditions that would maintain and/or enhance special status species' habitat in an effort to conserve and recover these species.</p>
Cultural Resources	<p>How will cultural objects contained within the Monument be protected?</p> <p>How will the existing cultural resource areas be addressed?</p> <p>How will Native American interests and knowledge be conserved, encouraged, fostered, respected, and applied to interpretation of sites?</p> <p>How will BLM address the treatment of cultural sites in conformity with Native American interests?</p> <p>How will BLM address inadvertent discoveries (e.g., human remains, petroglyphs) on the Monument?</p> <p>How will user groups be provided cultural experiences and/or education through cultural objects contained within the Monument?</p> <p>How will the Plan encourage the preservation of cultural landscapes (i.e., the context for <i>in situ</i> cultural objects and sites)?</p>	<p>Identify area-wide criteria or site-specific use restrictions that apply to special cultural resource issues, including traditional cultural properties, that may affect the location, timing, or method of development or use of other resources in the planning area. Identify measures to proactively manage, protect, and use cultural resources, including traditional cultural properties.</p>	<p>The range of alternatives will examine conditions under which cultural resources can be managed proactively considering their scientific, sociocultural, educational and recreational values.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Cultural Resources (continued)	<p>How can the public become more invested in the protection of cultural resources?</p> <p>What is a long-term strategy for the implementation of resource protection?</p> <p>What is the strategy for the identification of cultural resources in unsurveyed areas?</p> <p>Should research of cultural resources on the Monument be conducted and, if so, what types or levels of research are appropriate?</p> <p>Will additional sites on the Monument be developed, interpreted, and opened for public visitation?</p> <p>How will cultural resources on private in-holdings be recognized and considered by the Monument?</p> <p>To what extent will sites be developed/interpreted in front country versus back country areas?</p> <p>How will the cost of curation impact resource/use management on the Monument?</p> <p>What are the impacts to cultural/historical resources from livestock grazing and how can they be mitigated?</p> <p>What provisions should there be for investigator-initiated archaeological research, including university researchers and other researchers eligible for grant funding from the National Science</p>		

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Cultural Resources (continued)	<p>Foundation, National Endowment for the Humanities, National Geographic, etc.?</p> <p>How should public education programs with both interpretive and preservation elements be developed?</p> <p>What type of law enforcement is necessary to protect cultural resources?</p> <p>How will public use and appreciation be accomplished while protecting the resources and objects within the Monument?</p> <p>What are the rules for scientific and recreational collecting of fossils?</p> <p>How will recreational and other managed resource uses affect cultural resources?</p> <p>What level of scientific access and collection methods will be allowed?</p> <p>How will cultural clearance surveys/ monitoring/mitigation be prioritized compared to all proposed ground-disturbing actions?</p> <p>How will investigator initiated requests for cultural research be addressed?</p>		

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Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Rangeland	<p>How will rangelands be managed to ensure healthy and ecologically sustainable communities and meet the Colorado BLM Standards for Public Land Health?</p> <p>How will range resources be managed to provide adequate forage for domestic uses?</p> <p>How will range resources be managed to provide appropriate habitat elements for wildlife species?</p> <p>How will range resources be managed to provide usable materials?</p> <p>How will range resources be managed to ensure healthy range conditions over long-term cycles – periods of prolonged drought with resultant degradation and long recovery periods?</p> <p>How will priorities be set and managed for conflicting and competing uses (i.e., domestic forage vs. wildlife)?</p> <p>How are rangeland improvements to be addressed in Monument management?</p> <p>How will BLM address voluntary retirement of allotments?</p> <p>How will vegetation communities be managed to maintain ecological integrity?</p> <p>How will vegetation communities be managed to minimize risk from natural catastrophic events (e.g., fire, infestations)?</p>	<p>Determine areas where livestock grazing (or other uses) will or will not be allowed, or where seasonal restrictions may need to be applied, using criteria developed in the planning process. Where information is not currently available to determine open/closed areas, the plan will guide subsequent plan amendment decisions regarding levels of permitted grazing use, and provide guidelines for allotment-specific implementation decisions regarding season of use, range developments, and other livestock grazing management practices.</p>	<p>The alternatives will examine a range of “conflict” thresholds, with the goal of reducing conflicts between livestock grazing and other uses and activities on or adjacent to BLM-managed land within the planning area. Some of the alternatives will lead to actions that reduce or eliminate livestock grazing to reduce conflicts, while other alternatives will result in changes to other uses or activities. The desired conditions will span a range of levels of conflict between uses and users and would identify criteria to determine which uses or actions need to be modified.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Rangeland (continued)	<p>How will vegetation be managed to discourage or eliminate spread of non-native invasive species?</p> <p>How will priorities and practices be set regarding native vegetation for natural ecology vs. species introduction for economic purposes?</p> <p>How will the Monument be managed to prevent it from becoming a vegetative island isolated from adjoining communities?</p> <p>How can regional ecology be maintained by travel management?</p> <p>How will cultural values associated with specific plant species be addressed?</p> <p>How will extensive acres of piñon-juniper chainings be managed?</p> <p>How will listed plant species be protected?</p> <p>How will use of chemicals in vegetation management be addressed?</p> <p>How will fire rehabilitation be managed to allow for natural restoration?</p>		

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Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Visual Resources	<p>How will the visual nature of the Monument be preserved while providing protection for the objects within the Monument and identified uses?</p> <p>How will visual resource management on Monument land integrate with management on adjacent lands?</p> <p>How will features with special visual character (e.g., landmarks) be addressed?</p> <p>How will light pollution of the night sky be addressed?</p>	Designate areas into one of four Visual Resource Management classes.	The range of alternatives will examine different visual quality objective designations for BLM-managed lands within the planning area.
Forestry	<p>How will Monument management furnish adequate supplies of forest products?</p> <p>How will traditional forestry uses be supported by Monument forest management?</p> <p>How will a healthy forest type be maintained?</p> <p>How will forest type be maintained or enhanced for habitat value/function?</p> <p>Will chemicals (e.g., herbicides, pesticides) be used in forest management?</p> <p>How will forest restoration be managed?</p> <p>How will chained areas be managed?</p>	Identify the desired future condition for forest/woodland types found within the planning area, and identify management actions and associated best management practices that can be applied to help meet desired future conditions.	The range of alternatives will examine the conditions under which forests/woodlands could be managed to promote healthy ecosystems and a safe environment for residents, as well as provide marketable or beneficial forest products.

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Recreation	<p>What range of recreational opportunities should be provided to meet user's needs?</p> <p>How should commercial recreation operations be addressed and managed to meet the goals of the Monument?</p> <p>Should the Monument be marketed for tourism?</p> <p>How can recreational needs be met while ensuring that irreplaceable cultural resources are not damaged?</p> <p>How will the Plan distinguish general recreational uses from public education uses of Monument resources, including archaeological, ecological, paleontological, and geological resources?</p> <p>How will recreationists be convinced of the value and need for protection of cultural and non-cultural Monument resources?</p> <p>How should multiple uses versus segregation of recreational uses (for foot, horseback, motorized, mechanized) be managed?</p> <p>How should the extent and placement of directional and interpretive signage be managed?</p>	<p>Motorized Use</p> <p>Designate areas as "open," "limited," or "closed" to off-highway vehicles (OHVs). Establish criteria by which motorized road and trail densities can be developed for specific areas.</p> <p>Include the type, location, and arrangement of recreation facilities to support the selected level of OHV use.</p> <p>Non-Motorized Dispersed Use</p> <p>Designate areas available or not available to each type of dispersed use. Establish criteria that can be used to determine the desired level of development/designation for each use, prioritize implementation, and decide which use(s) will be modified and how when conflicts arise.</p> <p>Special Recreation Permits</p> <p>See: Long-Term Leases and Temporary Land Use Permits under <i>Lands and Realty</i>.</p> <p>Management Zones</p> <p>Identify allowable types and levels of recreation to sustain the goals, standards, and objectives that balance the public's recreation demands with the natural resource capabilities with the Monument.</p>	<p>Motorized Use</p> <p>The range of alternatives will examine the long-term desired conditions for areas within the planning area that would be "open," "limited," or "closed" to OHV use. The alternatives will examine conditions where joint or segregated motorized and non-motorized uses would be considered in the future, and the conditions under which those activities would be conducted.</p> <p>Non-Motorized Dispersed Use</p> <p>The range of alternatives will examine long-term desired conditions for providing a variety of dispersed, non-motorized uses across the planning area considering resource protection needs and recreation demands within specific areas. The range of alternatives will identify criteria under which trail systems would be developed and designated, or where dispersed activities would be encouraged without the use of developed trail systems.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Recreation (continued)	<p>What level/amount of use is appropriate for each recreational use to allow for varied activities and to meet resource objectives?</p> <p>How are fees for recreational uses to be considered?</p> <p>How is firearm use to be managed?</p> <p>How can public safety be ensured while providing the full spectrum of recreational opportunities?</p> <p>How can recreation be managed to minimize the introduction of invasive species?</p> <p>How can primitive recreational experiences be provided within Monument management?</p> <p>How can the effectiveness of facilities and recreational services be managed?</p> <p>What criteria will be used to determine service effectiveness?</p> <p>How will hunting be addressed and managed within the Monument?</p> <p>How will law enforcement on Monument lands affect hunting?</p> <p>How will traditional or subsistence hunting be addressed in management of Monument lands?</p> <p>How will hunting opportunities be improved through collaboration with the Colorado Department of Wildlife Resources?</p> <p>How will safety risks resulting from hunting be managed?</p>	<p>These areas may be portrayed as management zones identified as Special Recreation Management Areas (SRMA). Any area not designated as an SRMA will, by default, become an Extensive Recreation Management Area (ERMA) for those areas open to recreational use.</p>	<p>Special Recreation Permits</p> <p>Examine different criteria for allowing commercial or non-commercial permitted and authorized recreational activities. Consider group activities using the following criteria, under which such activities would:</p> <ul style="list-style-type: none"> • provide a needed service not available on private lands; • support tourism and economic development; • be compatible with other public land uses and resources; and • maintain public health and safety. <p>Consider conditions under which activities such as shooting or campfires would be permitted.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Recreation (continued)	<p>How can OHV use be considered as a special management issue, taking into account inherent conflicts with many other management goals?</p> <p>Will the number of visitors to the Monument be regulated, and if so, how?</p> <p>Will Monument management impose a fee for the use of public lands?</p> <p>How will visitor use be managed?</p> <p>How will commercial uses, such as tours, be managed?</p> <p>What are appropriate levels of visitor use?</p> <p>How/where/when will the public receive information/orientation that directs them to the Monument?</p> <p>How should educational operations be addressed and managed?</p>		

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Minerals and Energy	How will management of the Monument maintain valid existing rights?	<p>Identify areas as open or closed to operation of mining laws, mineral material disposal, and non-energy leasing, consistent with the goals, standards, and objectives for natural resources within the planning area. In open areas, identify any area-wide terms, conditions, or other special considerations needed to protect resource values.</p> <p>In addition, identify areas as open to leasing subject to the terms and conditions of the standard lease form, minor constraints such as seasonal restrictions, and major constraints such as No Surface Occupancy stipulations on an area more than 40 acres in size or more than 1/4 mile in width. Determine lease stipulations that apply to areas open to leasing.</p> <p>Identify areas closed to leasing. Determine whether such closures are discretionary or nondiscretionary. Identify whether leasing and development decisions also apply to geophysical exploration.</p>	<p>The range of alternatives will examine the conditions under which mineral extraction would be permitted or withdrawn (consider factors including conflicts with recreation, residents, scenic, cultural, geologic or other values), and will examine areas open or closed to leasing.</p> <p>The alternatives will also examine the criteria for site rehabilitation or change in land ownership.</p>
	What percentage of lands will be withdrawn from mineral entry – leaseable, saleable, and locatable?		
	How will management of the Monument affect the need to extract other minerals outside the Monument – saleable and locatable?		
	How will the management of fluid mineral leasing affect adjacent mineral development, both federal and non-federal?		
	How will Wilderness Study Areas, Citizens' Wilderness Proposal Alternatives, or designated Wilderness Areas affect any existing leases within these areas?		
	How will future technology be used to minimize surface disturbance to achieve all resource management objectives?		
	How will the remaining 15 percent of the Monument that is not currently leased be managed for any future leasing?		
	How will energy and mineral use be permitted and managed while providing protection for cultural resources and the natural environment?		
	How will Monument management impact energy-related infrastructure (pipelines and access roads)?		

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Minerals and Energy (continued)	<p>How will Monument management allow for development of common reservoirs in unleased areas?</p> <p>How will fluid mineral exploration be addressed?</p> <p>How will fluid minerals development operations be conducted to minimize impacts on recreational uses?</p> <p>How will fluid minerals development be managed to minimize the spread of invasive species?</p> <p>How will fluid minerals development be managed to protect all objects of the Monument?</p> <p>How will mineral and energy extraction sites be reclaimed/restored in a manner consistent with the protection of the objects identified in the Proclamation?</p> <p>How are split estate lands to be addressed in Monument management?</p> <p>How will expired leases be addressed in management of the Monument?</p> <p>How can the public be involved in the restoration of energy and mineral extraction sites and facilities?</p>		

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Noise	<p>How will management of the Monument affect the noise environment that was present when the Monument was designated?</p> <p>How will actions on federal lands adjacent to the Monument affect the noise environment on the Monument?</p>	<p>Identify criteria or site-specific requirements so noise levels generated by direct or authorized activities do not significantly inhibit the use or enjoyment of the public lands by authorized users or natural resources.</p>	<p>The range of alternatives will examine conditions under which authorized uses (e.g., fluid mineral extraction) can be managed to mitigate significant noise pollution.</p>
Paleontological Resources	<p>How will paleontological objects contained within the Monument be protected?</p> <p>How will the existing paleontological resource areas be addressed?</p> <p>How will BLM address inadvertent discoveries (e.g., human remains, petroglyphs) on the Monument?</p> <p>How can the public become more invested in the protection of paleontological resources?</p> <p>What is a long-term strategy for the implementation of resource protection?</p> <p>What is the strategy for the identification of paleontological resources in unsurveyed areas?</p> <p>Should research of paleontological resources on the Monument be conducted and, if so, what types or levels of research are appropriate?</p> <p>Will additional sites on the Monument be developed, interpreted, and opened for public visitation?</p>	<p>Identify area-wide criteria or site-specific use restrictions to ensure that (a) areas containing, or likely to contain, vertebrate or noteworthy occurrences of invertebrate or plant fossils are identified and evaluated prior to authorizing surface-disturbing activities; (b) management recommendations are developed to promote the scientific, educational, and recreational uses of fossils; and (c) threats to paleontological resources are identified and mitigated as appropriate.</p>	<p>The range of alternatives will examine conditions under which paleontological resources can be managed proactively considering their scientific, sociocultural, educational and recreational values.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Paleontological Resources (continued)	<p>How will paleontological resources on private in-holdings be recognized and considered by the Monument?</p> <p>To what extent will sites be developed/interpreted in front country versus back country areas?</p> <p>How will the cost of curation impact resource/use management on the Monument?</p> <p>What are the impacts to paleontological resources from livestock grazing and how can they be mitigated?</p> <p>How should public education programs with both interpretive and preservation elements be developed?</p> <p>What type of law enforcement is necessary to protect paleontological resources?</p> <p>How will public use and appreciation be accomplished while protecting the resources and objects within the Monument?</p> <p>What are the rules for scientific and recreational collecting of fossils?</p> <p>How will recreational and other managed resource uses affect paleontological resources?</p> <p>What level of scientific access and collection methods will be allowed?</p>		

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Paleontological Resources (continued)	<p>Will any paleontology Areas of Critical Environmental Concern (ACECs) be allowed within the Monument?</p> <p>Will paleontology permits be allowed to overlap or be restricted in certain areas?</p> <p>How will paleontology clearance surveys/monitoring/mitigation be prioritized compared to all proposed ground-disturbing actions?</p> <p>How will investigator initiated requests for paleontology research be addressed?</p>		

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
<p style="text-align: center;">Transportation and Access</p>	<p>How should existing roads be managed to protect Monument objects and provide access to users?</p> <p>Will any routes or trails require closure, or will new routes or trails be constructed to protect Monument objects and provide for required uses?</p> <p>How will special-interest types of use (e.g., rock crawlers) be represented?</p> <p>Are opportunities available to work with Mesa Verde National Park's transportation planning process or the Hovenweep National Monument's planning process?</p> <p>How should access to public lands that crosses private lands be addressed?</p> <p>How will public access for both motorized and non-motorized users be addressed in the management plan?</p> <p>How will transportation management be made consistent with that of other jurisdictional agencies?</p> <p>How will aerial overflights be addressed in the management plan?</p> <p>How will 1866 Mining Act Revised Statute 2477 rights-of-way be addressed?</p>	<p>Regional Transportation Systems</p> <p>Determine the desired location and arrangement of regional transportation infrastructure within BLM-managed lands across the planning area. Identify areas suitable for right-of-way corridor expansion, avoidance, and exclusion areas.</p> <p>Local Transportation Systems</p> <p>Determine the desired location and arrangement of local transportation infrastructure within BLM-managed lands across the planning area. Establish criteria for determining appropriate road densities based on uses and values.</p>	<p>Regional Transportation Systems</p> <p>Examine the suitability of areas to provide for new or relocated regional transportation corridors and/or improvements within existing corridors considering tribal, federal, state, and local government needs, wildlife habitat fragmentation, and effects on public land users.</p> <p>Local Transportation Systems</p> <p>The range of alternatives will examine local roads within the planning area, focusing primarily on the BLM-managed primary arterial and collector transportation system, but also on local transportation corridors needed to address growth and capacity concerns by local communities. The alternatives will identify conditions and/or criteria by which BLM-managed roads not classified as part of the primary system would be evaluated in the future to determine whether they would be included in the transportation system. The range of alternatives will also examine long-term desired conditions for integration with local and regional transportation systems under other jurisdictions.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Lands and Realty	<p>How will land tenure be addressed to provide for protection of Monument objects and furnish the levels of service required in the Proclamation?</p> <p>How will land tenure issues be coordinated with surrounding landowners and land managers?</p> <p>How will existing in-holdings and edge-holdings be addressed?</p> <p>How will the acquisition of in-holdings and edge-holdings be addressed?</p> <p>How will existing and future rights-of-way and utility corridors or sites be addressed?</p> <p>How will any historic stock drive-ways, Anasazi highways, or other historic routes be considered from a land tenure standpoint?</p> <p>How will trespass onto private lands resulting from Monument management be addressed?</p> <p>What role should conservation easements play in Monument management?</p> <p>How will Revised Statute 2477 rights-of-way be addressed?</p>	<p>As stated in the Proclamation, “All Federal lands and interests in lands within the boundaries of this monument are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, or other disposition under the public land laws, including but not limited to withdrawal from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral leasing, other than by exchange that furthers the protective purposes of the monument, and except for oil and gas leasing as prescribed herein.”</p> <p>Determine the desired location and arrangement of BLM-managed lands in the planning area. The Monument RMP will identify:</p> <ul style="list-style-type: none"> • criteria for land acquisitions, • right-of-way corridors, avoidance areas, and exclusion areas, along with any general terms and conditions that may apply. <p>Long-term Leases and Temporary Land Use Permits</p> <p>Determine the desired long-term condition and set criteria, when appropriate, for where and under what circumstances land use authorizations such as major leases and land use permits may be granted.</p>	<p>Examine conditions/criteria for the acquisition of private parcels and identifying areas or parcels of lands that would be priorities for acquisition.</p> <p>Long-term Leases and Temporary Land Use Permits</p> <p>The alternatives will examine conditions for a smooth and timely process to obtain permits or leases in areas where requests are often concentrated and granted.</p> <p>Rights-of-Way and Easements</p> <p>The alternatives will examine desired conditions for rights-of-way grants to complement existing and projected local and regional transportation system and other needs. The range of alternatives will examine criteria under which easements through private lands to access public lands would be sought, and identify likely parcels for easement acquisition.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Lands and Realty (continued)		<p>Rights-of-Way and Easements</p> <p>Establish guidelines for the granting of rights-of-way to private land inholdings.</p>	<p>Utility Corridors/ Communication Sites</p> <p>The alternatives will examine the conditions under which utility corridors would be managed, expanded, or designated considering energy, communication, domestic water, sewage and related access needs, and noxious weed potential. The alternatives will also examine long-term desired conditions for vegetation, and examine suitable locations for new corridors or sites considering factors such as ACECs, cultural, geologic, scenic, aesthetic, or other public values.</p> <p>The range of alternatives will:</p> <ul style="list-style-type: none"> • examine criteria to resolve public safety issues, with an emphasis on potentially life-threatening conflicts; • examine fuel conditions by area, considering life and property at risk, ecosystem, and wildlife values; and • involve adjacent landowners in property protection. <p>The alternatives will examine long-term desired conditions to prevent trespass and to prioritize, and, where possible, standardize site restoration techniques to be used.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
<p style="text-align: center;">Public Safety and Law Enforcement</p>	<p>Is there an opportunity for local community members to assist with monitoring for vandalism?</p> <p>What type of law enforcement is necessary to protect cultural resource?</p> <p>How will Monument management provide for adequate levels of public health and safety within its boundaries?</p> <p>How will facilities and infrastructure be provided and managed to ensure adequate levels of public health and safety?</p> <p>How will Monument management provide for adequate levels of health and safety for adjacent landowners?</p> <p>How can preserving back country and wild character be balanced with maintaining appropriate levels of public health and safety?</p> <p>How will liability associated with users of the Monument's lands and facilities be addressed?</p> <p>How will Monument management ensure Hydrogen sulfide (H₂S) is not released into the air during the development of carbon dioxide?</p>	<p>Identify conditions that can lead to public health and safety concerns, define the BLM's goal for public safety associated with each risk, and determine which BLM actions would produce or prevent unacceptable risks.</p> <p>Identify the desired level of protection from and response to these illegal activities. Determine BLM actions that could prevent unauthorized occupancy and use. Decide how to prioritize which areas will receive implementation emphasis.</p>	

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Special Management Areas	<p>How will wilderness values be addressed and maintained under management of the Monument?</p> <p>How will ACECs be managed under the Monument Plan?</p> <p>How will Wild and Scenic River values be managed on the Monument?</p> <p>Will the new plan supersede or replace the existing ACEC designation?</p> <p>How will areas with potential for special area designation and management be addressed?</p>	<p>Identify the long-term desired condition, distribution and location of areas with special management emphasis. Such areas may contain unique or representative vegetation and geologic, wildlife, scenic, recreational, or cultural values. Recommend, as appropriate, areas for designation as ACECs, Wild and Scenic Rivers, Research Natural Areas (RNA), Outstanding Natural Areas (ONA), SRMAs, or Instant Study Areas.</p> <p>Review undesignated river segments for eligibility for inclusion in the National Wild and Scenic River System.</p>	<p>The range of alternatives will consider:</p> <ul style="list-style-type: none"> • designation of new Special Management Areas (SMAs) that meet the criteria, • review existing SMAs for changes in boundaries to better protect or interpret key resources or to enable recreational use, • consider management guidelines for existing and proposed SMAs, • examine criteria for implementing actions and a range of possible actions based on existing conflicts or concerns, and • identify opportunities to develop public education and interpretation strategies. <p>Existing Wilderness Study Areas</p> <p>The range of alternatives will:</p> <ul style="list-style-type: none"> • examine long-term desired conditions for motorized and non-motorized use, • develop criteria under which actions to maintain Wilderness suitability would be taken, and • determine what actions could be taken to maintain Wilderness suitability.

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Facilities Infrastructure	<p>How should the placement of facilities be managed?</p> <p>What facilities will be needed to support the full spectrum of recreational opportunities provided by Monument resources?</p>	<p>Decisions will include the type, location, and arrangement of recreation facilities.</p>	<p>The range of alternatives will examine the long-term desired conditions under which developed recreational facilities on BLM-managed lands would be considered with regard to projected recreation preferences and levels of use, protection of resources affected by dispersed uses, facilities provided by other recreation providers in the area, and the overall role of BLM-managed land in providing developed recreation experiences. The plan will examine long-term desired recreational settings at existing developed sites.</p>
Socioeconomics	<p>How will management of lands within the Monument support the local and regional economy?</p> <p>How will Monument management impact the existing social environment in surrounding areas?</p> <p>What is the role of private versus public lands offering services for visitors to ensure that government compliments, but does not compete with, private entities?</p> <p>How will municipal and private marketing affect government's ability to manage for the amount of visitation?</p> <p>How does the Monument collaborate with Hovenweep National Monument?</p>	<p>The final decision will consider the social and economic consequences of all alternatives.</p>	<p>Based on the range of alternatives designed to address the previous issues, the Monument RMP will disclose the potential social and economic impacts of each alternative.</p>

Table 1.6-1. Summary of Issues, Decisions and Alternatives in the Resource Management Plan

Issue Category	Preliminary Issues	Decisions	Preliminary Range of Alternatives
Socioeconomics (continued)	<p>What are the desired plans and conditions of other visited areas, including Mesa Verde, Hovenweep, and Yucca House, and how will these conditions and plans combined with those of the Monument affect the area economy?</p> <p>How will the Monument be funded, including growth in staffing?</p> <p>How will consideration of local and regional “spheres of influence” be addressed?</p> <p>How can community partnerships play a role in benefiting both the Monument and the community?</p> <p>What types of social and economic information is needed to assess impacts from management of Monument lands?</p> <p>How will management of lands within the Monument impact the local and regional economy?</p> <p>How can management of the Monument be responsive to changing social and economic needs?</p>		